

The Criminal Justice Coordinating Council Network Mini-Guide Series: **THREE APPROACHES TO INTEGRATED DATA SYSTEMS**



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The CJCC Network Mini-Guide Series:

Three Approaches to Integrated Data Systems

By: Aimee Wickman

The cornerstone of effective criminal justice system planning is the use of data and information to assess, inform, and monitor how various justice system issues are addressed. The challenge for criminal justice planning groups, or criminal justice coordinating councils (CJCCs),¹ is how to access, organize, and manage a multitude of data from numerous sources. Among the many challenges that CJCCs will face are information systems that do not share data across platforms; different definitions of key terms, such as what constitutes a “criminal case;” lack of a uniform “identifier” that can be used to link data across systems; and differences in how data are maintained and reported (e.g., by case number, by unique individual, by jail booking number, etc.). Although the challenges may seem daunting, many jurisdictions have adopted strategies and methods that allow them to compile data for policy and program planning and evaluation.

The Justice Management Institute (JMI) conducted interviews with representatives from three separate CJCCs from across the country, two of which are members of the National Criminal Justice Coordinating Council Network,² to explore their approaches to information management. These interviews make up the three chapters of this mini-guide.

[Chapter 1](#) highlights the experience of a five-year old CJCC using a nearly 20-year old integrated data system. The Johnson County Criminal Justice Advisory Council in Olathe, Kansas discusses their unique situation of already having a robust system for sharing data already in place and how they use the system to guide their work.

[Chapter 2](#) of the mini-guide outlines more recent efforts to create an integrated system by the Criminal Justice Coordinating Council in the District of Columbia. Unlike Olathe, DC’s CJCC was created simultaneously with their integrated data system. This chapter discusses the effort and collaboration that has gone into creating as well as maintaining this important and highly-regarded system.

Multiple integrated data systems in Pinellas County, Florida are described in [Chapter 3](#). The Public Safety Coordinating Council, founded in 1995, utilizes three data sharing initiatives to help inform its work. This chapter provides another perspective on how data integration can be attained and utilized.

The three CJCCs profiled in this guide rely heavily on the valuable information that data can provide and, even more so, the critical knowledge that can only be provided by an integrated data system. Each jurisdiction, with its unique background and approach to managing data, has a separate story to tell.

¹ “Criminal justice coordinating council,” or CJCC, is the term used in this article to refer the full array of informal and formal committees known by a variety of names across the United States that provide a forum for key justice system agency officials and other general government officials to address criminal justice system issues.

² This Mini-Guide Series is being presented by The Justice Management Institute as part of the National Criminal Justice Coordinating Council Network project. For more information, please visit: www.jmijustice.org.

CHAPTER 1: Risë Haneberg and Timothy Mulcahy on Integrated Data use in Johnson County, Kansas

What is the name of your integrated data system?

Justice Information Management Systems (JIMS)

Who participates in sharing data? Which agencies provide data?

The Sheriff's Office, District Attorney's Office, District Courts, Court Services (Probation), and the County Department of Corrections all provide data in to the JIMS integrated system. The JIMS Director reports directly to a board that includes the Chief Judge, Sheriff, District Attorney, and County Manager.

In addition, JIMS helps support local city police departments and Johnson County Court Appointed Special Advocates (CASA). Besides the internal JIMS' users, outside law enforcement agencies (Immigration and Customs Enforcement, local police agencies, Secret Service, etc.) use a secure website to view the data and associated documents. Attorneys can use the secure website to view documents about their current case or prospective clients. A separate public website is available to provide information on hearings, court costs, dispositions, and chronological history of the case.

The system experiences about 85,000 inquiries on the secure website and 500, 000 inquiries on our public website per month.

Your system allows both internal and public access; how do you link and define data between agencies? What information is available to justice system personnel and what information is available to the public?

Data is linked through our Master Name Index which is unique to each individual. Everyone shares the same data base.

Definitions were provided by the federal and state standards that are in place through the National Crime Information Center (NCIC). We also held interagency planning sessions and agreed upon terminology when this was not covered by the standards. An example of this is in the defining of when a case is "closed" as a case could be considered closed by the district attorney while simultaneously considered open by probation.

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Justice Information
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Director in Johnson
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Internally, user security is set by what an individual agency's work requires and is overseen by the department heads. The interagency committees also made decisions as to what could be seen by all. For example, probation chronological summaries are only seen by the probation department. Another example would be that assistant district attorneys can only see their sensitive information, such as arrest warrants only seen by law enforcement and the district attorney.

Basically, what is on the public site is what is publicly available as provided by statute, with some exceptions. For example, it was decided not to show juvenile diversion cases, even though state law provides all juvenile information is public at age 14. Also, access to documents is limited to those who have a connection to a case. This would include attorneys, law enforcement and certain news media. External users, who have access to documents, must connect through a secure website with a password.

How was this project initiated? Whose idea was it?

In 1991, the District Attorney's Office, District Courts, and Sheriff's Office had silo computer systems that were not meeting their basic needs. The County Manager told each of those departments that the Board of County Commissioners would not fund three separate systems, but would fund an integrated computer system. It was decided that the three agencies would create their own IT department and named it "JIMS."

In 1992, an RFP was solicited and Deloitte-Touche led the process in forming the requirements for the software system. Once completed, the project went out for bid and in 1993 CBIS Software Co. was awarded the contract. Tim Mulcahy was hired by the County to be the Director of JIMS, and he has led the work of the project to date. In the initial years of the system, the JIMS project operated under the contract agreements with CBIS and requesting any program changes was very costly and not time responsive. It was determined by the JIMS Governing Board to buy out the contract and proceed with all programming to be developed in-house. The JIMS staff started with loaned staff from other county departments (Sheriff, District Attorney, and Courts) and has over the years grown to be a staff of 20, including programmers and those who support the network, servers, SAN and other hardware related needs.

Which stakeholders did you have onboard?

Initially, the Sheriff, District Attorney, judges, County Manager and Chief Probation Officer. The support of the County Manager's Office and the Board of County Commissioners was crucial.

Whose support did you have the most trouble gaining and how did you ultimately win them over?

The most difficult department to bring on board was the Court Clerk's office. Clearly they were in the key position to provide a bulk of the data needed, but 20 years ago computers were very new to office procedures and most of the resistance was in staff accepting computerization and trusting the system. Over time, as changes in personnel occurred, we were able to make progress in bringing them to the table. Also, it was difficult for everyone at times to give up old processes that they felt needed to remain in place and to "double back" when the system was new and staff wanted to do process both manually and on the system to be safe.

JIMS laid much of the groundwork for the justice leaders in this county to learn to work together and share information and resources, which has created a culture for a successful Criminal Justice Advisory Council.

What was the Criminal Justice Advisory Council's (CJAC) role in this project?

The CJAC did not exist at the time of the development of JIMS. In fact, the development of JIMS laid much of the groundwork for the justice leaders in this county to learn to work together and share information and resources, which has created a culture for a successful CJAC.

What was the cost of this project (both short term, initial costs, and long term, maintenance costs)?

Short term the cost was about \$3.1 million. This includes software and hardware (e.g., PC, printers, servers, switches, wiring etc.).

- Contract with CBIS \$2.2 million
- Deloitte & Touche \$483,000
- Modifications \$400,000

As for the long term cost, the current budget of JIMS is \$2.3 million.

Who helped with set up? Did you use an outside vendor?

Deloitte Touche (DT) was hired to lead the planning and development of the software RFP. This planning piece took several months and involved numerous groups of staff being pulled together to assist DT in creating system maps of the business flow, identifying over-laps where information needed to be shared, as well as identifying when information security was needed. Once the RFP was awarded for the software and Tim was hired, the staff continued to meet and assist in the design of the various screens for data entry that would be specific to their use. Overall, this planning process took approximately 18 months.

I personally remember one of the most challenging pieces to be programmed involved accounts receivable and tracking restitution payments when multiple offenders were involved and multiple victims with not all the same victims being included on all the cases. In addition juvenile and adult systems had different rules on payment and that also complicated the process if the case involved both juveniles and adults. The JIMS system provides a screen where current payments and costs due on a case can be accessed and the difficulty in making sure the system knew how to draw down the payments and apply to the correct cases was extremely complex.

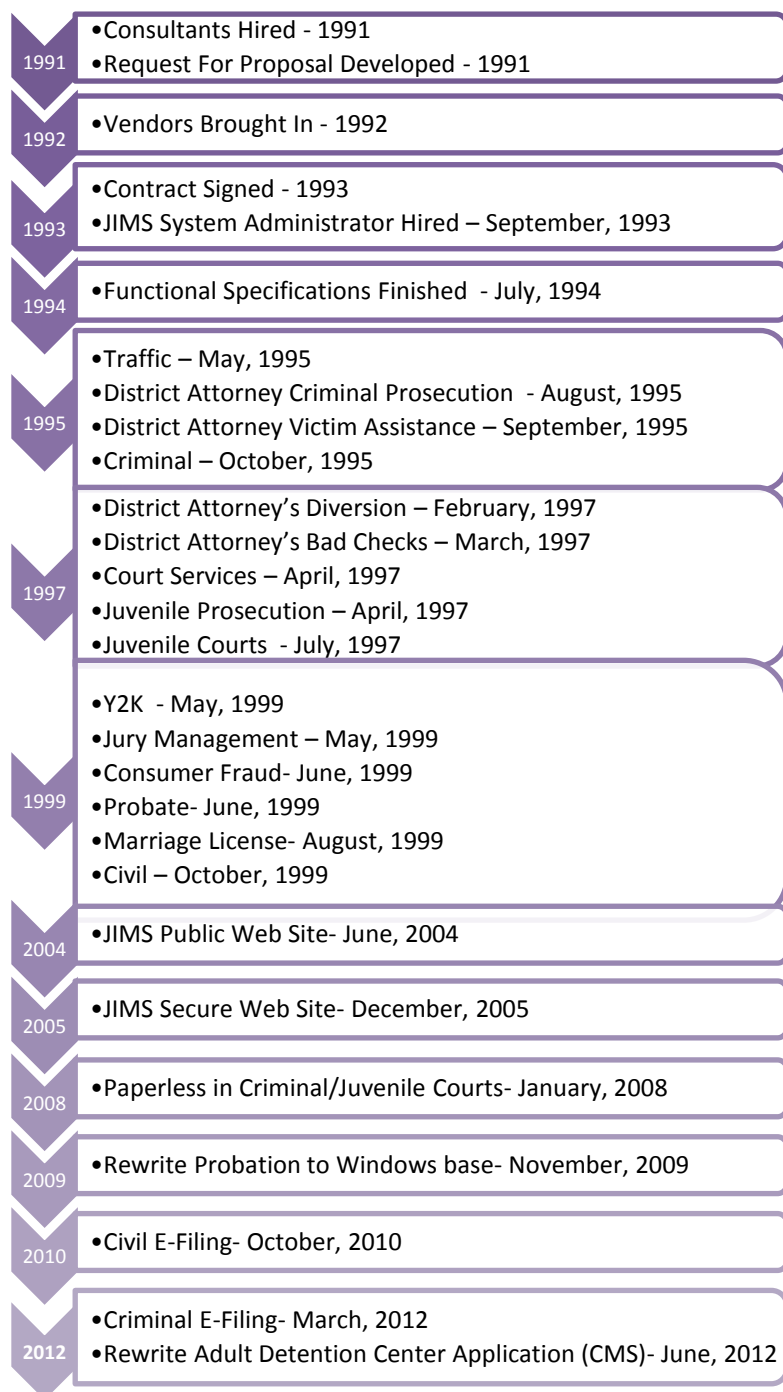
Are the data stored locally/onsite?

Yes, the data is stored on a local Storage Area Network (SAN) and is replicated real-time to the JIMS disaster recovery site, as well as backed up to tapes on a nightly basis.

What would you say were the three most important things you did to get this system started?

1. Stakeholders were committed to working together because they so badly wanted their own system separate from the rest of the county IT.
2. County government support.
3. An incredible amount of vision to create a system that, to the best of our knowledge, did not exist elsewhere.

How long did it take to have JIMS fully up and running?



Document Imaging Timeline

- January, 2001
Clerk Juvenile
- October, 2003
DA Juvenile
- July, 2004
DA Criminal
- July, 2004
Clerk Adult
- July, 2005
Sheriff’s Crime Lab
- May, 2006
Sheriff Jail
- August, 2006
Court Services
- February, 2007
Corrections House Arrest

Who has access to data and creating reports?

All the JIMS supported departments have access to data and creating reports. The support for this comes from JIMS staff. Currently JIMS reports a turnaround time of two hours for most requests. It is not uncommon to call programmers for a non-complicated data run and receive the report within an hour, if not while we are on the phone. Other more complicated requests are prioritized by the JIMS director.

Who inputs information? Is (or was) there any conflict about this?

The first person to touch a case inputs the information and the information flows with the case. Thus, the Sheriff's Office inputs a great deal of information at booking. The District Attorney inputs all the information regarding charging; however they do not have to fill in the demographics that are already created. On down the line, by the time a case is sentenced and on probation, probation staff are basically only inputting what is needed on their case management screens.

Do you provide any training on how to use JIMS?

JIMS staff provides training on the use of the JIMS system. Other training, such as Microsoft Excel, Word, etc., is provided through County IT.

What kind of reports can you access from your system?

JIMS has over 200 on-line reports that users can run. The reports are basically for each department to manage their caseloads, docketing, accounting, jail population, and attorney caseloads.

Do you create regular reports from the JIMS? If so, what kinds and what are they used for?

Many regular reports are created for the various JIMS supported departments. As examples these include:

- Regular population reports for the Sheriff
- Reports on cases charged, charging levels, case dispositions, required reporting to the KBI for the District Attorney
- Reports on case processing, judge assignments for the Courts
- Required reporting to the State Office of Judicial Administration
- Various reports for the Clerk's office on fee accounting, case filings, dockets, and document filing
- Monthly statistical reporting required by the state for Court Services
- Multiple data points are tracked for the Department of Corrections' sophisticated outcome measurements report.

In addition, JIMS provides support to the CJAC and has been heavily involved in developing data draws for consultants involved in the Justice Reinvestment, Juvenile Detention Alternative's Initiative (JDAI), Second Chance Reentry and the recent development of a new pretrial risk assessment tool.

Which reports are most useful?

The Clerk's fee accounting is one of the most useful since it is used every day to balance their daily fee accounting. The probation management reports inform the probation officers which clients are due to be released in the next month, who still owes money, and who is not in compliance. The District Attorney's office report for attorney assignment is very useful in assigning new cases based on the current caseload of each attorney. The jail completely relies on daily population status reports that provide information on where inmates are housed, classification levels, time served, and who is to be transported to court or to another facility or released.

What are the biggest benefits to having the system? What have been the biggest hurdles?

The biggest benefit is the ability to have it adapt to the changing business needs of the users.

The biggest hurdle has been keeping the system customized to meet the needs of the various departments. It is a constant process to keep up with changes in business practices and statute changes. As a result, process review groups were created that initially met several times a year to address cross department issues with the system. The system runs so smoothly at this time that the groups only meet as needed.

What problems still exist?

The main problem today is keeping up with all of the requests for new applications and modifications to the existing applications. The JIMS users are very adept in using technology in their daily business processes and are constantly asking for changes. In addition, with Johnson County being so active in federal and state initiatives, JIMS programmers are kept busy with data pulls and assisting external consultants with analysis.

What would you say are the three most important things that keep the system well-maintained?

1. The support of the JIMS Governing Board and the Board of County Commissioners.
2. The ability of the JIMS staff to timely respond to users requests.
3. Constant improvement of the applications to new technologies such as web-based systems and Windows-based systems. Currently, JIMS is in the process of converting completely to a Windows-based system. This involves re-writing many of the applications to meet the needs of the current environment and to update from the environment of 20 years ago. Cultures and technologies have evolved greatly in the recent years and it is a constant process to remain current and to also keep the users trained on current capabilities.

If you were to be hired in a new jurisdiction and were tasked with starting an integrated data system where one did not already exist, what are the first steps you would take to get started?

- ✓ Get the support from the key stakeholders.
- ✓ Identify and involve the personnel in each department that know the business process and can make decisions on behalf of their departments.
- ✓ Surround yourself with talented people who share the same vision to achieve a progressive and ever-changing system.
- ✓ Understand that the customer comes first and if you don't create a user-friendly system it will be a failure. This includes understanding and accepting that the users in the justice system are not necessarily technology inclined. They know what they want but they don't know how to make it happen. It is the role of the technology providers to be able to translate those needs into an efficient system.

CHAPTER 2: District of Columbia's CJCC Executive Director, Mannone Butler, on Their Approach to Data Integration

What is the name of your integrated data system?

Justice Information System (JUSTIS)

Who participates in sharing data? Which agencies provide data?

- Court agencies
- D.C. Superior Court
- Metropolitan Police
- Pretrial Service
- U.S. Attorney's Office
- The local Office of the Attorney General Agency
- Department of Youth and Rehabilitation Services
- Court Services and Community Supervision Agency
- Public Defender Service
- Federal Public Defender
- Department of Corrections
- U.S. Supreme Court
- U.S. Park Police
- Department of Motor Vehicles
- Various public safety agencies from Maryland

***Mannone Butler** is the
Executive Director for the
District of Columbia's
Criminal Justice
Coordinating Council*

We are also working with parole to enhance the information sharing partnerships.

There are rules of engagement for sharing data. It is entirely voluntary. Not all data sets are alike. We have established policies and procedures. In 2010, JUSTIS evolved from strictly serving as an information portal to facilitating the receiving and sending of information among different agencies via electronic "feeds." These feeds connected the eight criminal justice agencies that are involved in the processes of a criminal case:


- ⇔ D.C. Superior Court (DCSC)
- ⇔ D.C. Metropolitan Police Department (MPD)
- ⇔ U.S. Attorney's Office (USAO)
- ⇔ D.C. Office of the Attorney General (OAG)
- ⇔ Pretrial Services Agency of the District of Columbia (PSA)
- ⇔ D.C. Public Defenders Service (PDS)
- ⇔ U.S. Parole Commission (USPC)
- ⇔ The CJCC

Through adding this new feed technical infrastructure, the electronic exchange of criminal justice information became a legitimate reality for the District. In 2012, the CJCC launched the **Case Initiation Project** (CIP), which transformed the manner in which information is exchanged among criminal justice

agencies within the nation's capital. Electronic exchange of information replaced the previous mostly manual, paper-driven process of filing an adult criminal case. The entire multi-agency exchange of information, from arrest to prosecutorial filing of a case, is now facilitated through the CJCC's new CIP infrastructure.

Moreover, this new technology implemented by the CJCC lays the ground work for future information sharing endeavors. The development of system-to-system data feed infrastructure can be utilized in future information sharing projects. CIP is a model of interagency collaboration, for each agency's participation is necessary to ensure public safety. The impact of CIP was not built on a single

organization's mission, but rather upon the entire criminal justice system within the nation's capital. Each agency voluntarily participated in CIP. This participation was based upon a common understanding that the exchange of information in its prior mostly paper-based state was inefficient, cumbersome, time-consuming, and costly. The introduction of a technology-based electronic exchange was intended not only to decrease the amount of time information spent in physical transit, but also to decrease the amount of time required to then manually enter that information into a given agency's technology system.



This participation was based upon a common understanding that the exchange of information in its prior mostly paper-based state was inefficient, cumbersome, time-consuming, and costly.

The benefits of CIP include:

- ✓ *Automated a mostly manual process and decreased dependence on paper filings.*
- ✓ *Improved efficiency of information exchange by decreasing the amount of time required to physically transfer paper files among agencies.*
- ✓ *Decreased the need to re-enter the same information within the different systems of various agencies.*
- ✓ *Improved the overall accuracy of information by reducing human error.*
- ✓ *Identified deficiencies in information sooner so that corrective actions are taken quickly.*
- ✓ *Adopted a Universal Person ID which allows individuals to be tracked easily across the entire criminal justice system.*
- ✓ *Adopted a Universal Case ID so that outcomes can be tracked more accurately and efficiently as a case makes its way through the criminal justice process.*
- ✓ *Reduced human error by applying the technical routing of information based upon business rules established among source and recipient agencies.*

We were acknowledged this spring for the CIP collaboration and granted an excellence.gov award.

In addition to the web portal and electronic exchange facets, JUSTIS also has a notification feature. Key events can trigger alerts. Enhancements to this feature are ongoing. There is an Interagency Technical

Advisory Committee that is a subgroup of the CJCC. They are key to the entire system. Our former Chief Judge Rufus King III and Executive Director, Nancy Ware, were instrumental in laying the foundation for this Committee structure. The key was to bring stakeholders together and be informed by each of the partners. This is critical for ongoing process and development.

Usage has grown substantially. We continue to work based on the needs of our partners. We have a group that focuses on complaints, but we have a data quality assurance so that users can flag issues. This is monitored and we can contact the source of the data in order for corrective action to be taken. We rely on the users to flag issues. Not being the end-user, this is helpful to everyone. We facilitate the sharing of information.

How was this project initiated?

It was established at the same time as the CJCC: 2001. It was one of the big standing issues for the CJCC. There was a CJCC work group beforehand that was starting to create and shape this system. Interagency collaboration became a priority for the Chief Judge (co-chair) and Mayor (chair). The Justice Information System (JUSTIS) was developed by Criminal Justice Coordinating Council (CJCC) as a web-based, read-only application to share criminal justice information among the agencies. JUSTIS created an overall structure that allows information to be shared among the criminal justice agencies. This framework was developed and administered by CJCC as a tool for registered law enforcement, criminal justice practitioners, and juvenile justice personnel to view crime-related information from multiple sources at the same time. The system simultaneously displays information in a single interface among the various multi-jurisdictional agencies located in and around the nation's Capital.

Whose idea was it?

The idea came from the former CJCC Director and from the former Chief Judge.

Which stakeholders did you have onboard?

The Court, the local Office of the Attorney General, the Metropolitan Police, Pretrial Services, the Department of Corrections, the U.S. Attorney's Office, the Public Defender Service, the Parole Commission, and Department of Youth & Rehabilitation services.

Whose support did you have the most trouble gaining and how did you ultimately win them over?

Overall, there is a strong commitment from partners to participate and share information. As previously noted, participation in JUSTIS is voluntary. Agencies review the data sets that can be shared and provide what restrictions on access exists. An ongoing process is working with the various counsel to finalize agreements.

What was the CJCC's role in this project?

We developed JUSTIS and now provide oversight.

What was the cost of this project (both short term, initial costs, and long term, maintenance costs)?

It was partially funded by a Homeland Security grant. We had limited funding in the beginning. We relied on grants to get us started and to implement enhancements. This year, the JUSTIS budget is approximately \$480,000.

Who helped with setting up JUSTIS? Did you use an outside vendor?

We contracted with individuals, a third party vendor (Enlightened Inc.), and an internal technology liaison that was the internal contact for the CJCC. We staff a small IT division now. Our servers are here and we manage and administer them in-house.

How long did it take to have JUSTIS fully up and running?

It took a couple of years to go from the vision to implementation. However, in terms of using the system, it has been within the last five years.

What was the planning process like?

A blueprint was developed. We have a [link to our annual reports](#), which provide the progression of what we were doing.

What would you say were the three most important reasons for starting the JUSTIS system?

1. Having a system that provides a one-stop shop across the adult criminal and juvenile justice system.
2. Providing timely information.
3. Accuracy of information. There is a data quality assurance feature that allows for the flagging of data discrepancies or inaccuracies. We work with agencies to address data quality issues.

Who inputs information? Is there any conflict about this?

We receive feeds from agency databases. For example, the Metropolitan Police Department's log is fed into its system. Same thing for the Court. Each originating agency is separately displayed.

It is a work in progress to work through the different data elements from each agency. We serve as a facilitator. When there is disagreement, it is helpful to work through why there is conflict and what the information is being used for. We are the facilitators and this makes it easier for people to play well together.

Do you provide any training on how to use JUSTIS?

We have a "train the trainer" program. These are for information technology security officers, special request grantors, etc. CJCC Trainers train JUSTIS trainers within a given agency. Then they have the blueprint to train people within their agency. We provide trainings twice a year but will schedule them more frequently when necessary.

Who has access to data?

Criminal justice and law enforcement partners. There is an initial discussion with the interested agency. It is explained that participation is voluntary and the policies and procedures are provided. Then there is a formal request from the agency. A memorandum of understanding is agreed to by the CJCC and the agency. Then, depending on the desired information source, we follow up with agencies they want information from and make sure they we have their approval. It is up to them. They can authorize or deny access. Next, we set up an interface or connection. This puts control of agency data in agency hands.

Who has access to reports?

We are the District's Statistical Analysis Center. The system was not initially developed to produce reports, but there are a few reporting features that have been developed per the agreement of the stakeholder agencies. We are working with the agencies to identify the types of reports that would be beneficial to multiple agencies. We do not want to generate reports on bad data. We always check against the source agency.

What are the biggest benefits to having the JUSTIS system?

Making the sharing of information more efficient. Also, with electronic exchange, we had an interagency working group meeting to focus on key areas. They serve as our technology gurus. Over the last year and a half, they have daily calls. They cover things that are pertinent to JUSTIS; however, if an agency is launching something that is important to the system, we have to know. Agencies are collaborating around communication needs and communication sharing. It is not always a kumbaya experience. We deal with issues and hash them out as they arise. Having technology folks across the system working together helps us focus.

What have been the biggest hurdles?

Continuing to receive resources. This year JUSTIS will begin to assume the responsibility of serving as the sole disseminator of court data. In order to do that, agencies have to align resources to ensure there are not any glitches. That has definitely been a commitment over the years.

What problems still exist?

One of the challenges now is ensuring that the agencies have the resources that they need to be strategic in responding to the needs of our system.

Do you have any advice for other jurisdictions trying to create or maintain an integrated data system?

- ✓ There is great value in bringing agencies together. Bring everyone to the table and really look at the systems. This is very hard work. With everyone involved, work through the information sharing needs and map the opportunities.
- ✓ Locate the savings and efficiency opportunities. Then show evidence of these efficiencies.
- ✓ It is important to have a solid governance framework and policies and procedures in place.

CHAPTER 3: Tim Burns on Integrated Data Use in Pinellas County, Florida

Tim Burns is the Coordinator of the Pinellas County, Florida Public Safety Coordinating Council


What types of integrated data systems do you use?

Pinellas County has a range of data sharing initiatives.

- **Enforcer** crime mapping began years ago to integrate local law enforcement data and couple it with web based mapping countywide. This system utilized over 400 maintained layers of GIS information already maintained at the County adding extra value. The system maps crime, aids in sex offender placement, etc.
- Pinellas County's **Central Pawn** system integrates disparate data systems, allows for quick Searches, and facilitates coordinated data sharing across agencies. Pinellas has had a consolidated criminal justice information system housing Court-related data for over 25 years. It is transaction based and not typically mined easily; however, the system is undergoing an upgrade to an off-the-shelf program using Tyler Technology. Previously, the data was stored in each agency's RMS and detectives would have to call each agency with a list of items to inquire on. This method is too time-consuming and cumbersome to be done effectively on an ongoing basis. The integration empowers each agency to search for stolen items. While developing, an item was found during a search with only three days of test data from one of the agencies.
- Pinellas also has a **Data Collaborative**, which has been in place since 1999 to integrate criminal justice, health, EMS, and other data systems. A link to this project can be found at <http://psrdc.fmhi.usf.edu/pinellas.html>. It is a partnership with all data stored centrally at the University of South Florida, Mental Health Institute. It allows for policy questions, indicators analysis, etc. Samples of reports and presentations can be found on the website. More recent analyses are also available such as recidivism by zip, system cross-over of 10 years of criminal records with mental health, substance abuse, Medicaid, EMS, health and human services, etc.
- We are now working on a jail data exchange to match data against mental health and substance abuse data each day to advise providers when a client is booked into jail. This will also provide non-providers with administrative, aggregate data for planning purposes. The hope is to use the information to plan programs based on anticipated needs and volume to expedite the diversion of appropriate offenders without delay of waiting for available "space" in a program.

Who participates? Which agencies provide data?

Partnerships cross law enforcement, jail, courts, juvenile welfare board, Medicaid, jail diversion, drug court, EMS, health and human services, juvenile detention, prison records, etc.



In many cases, starting small with key supporting agencies and demonstrating success has led to growth of projects.

How were these projects initiated?

Projects have evolved over time. In many cases, starting small with key supporting agencies and demonstrating success has led to growth of projects. Many of the projects were initiated by the Justice Coordination Office under the Board of County Commissioners.

The [Data Collaborative](#) grew out of a state statute that encouraged government entities to share information.

Which stakeholders did you have onboard?

For law enforcement data sharing, it was critical to have supporting agencies help lead and demonstrate success. This built confidence in the direction.

For the [Data Collaborative](#), we had the current listed stakeholders on board by agreement before sharing data.

For the new jail and mental health/substance data exchange, it has taken a couple years, but we now have the jail, the central service contracting entity, the mental health coalition, and providers largely on board. Some explaining and defining of expectations continues.

Whose support did you have the most trouble gaining and how did you ultimately win them over?

Several law enforcement agencies had to be brought along once they saw the successes of others. Building the trust was a key aspect. Also, showing what information was being missed by not participating was effective (e.g. crime mapped on one side of jurisdiction, but not the other, etc.) Finally, the first couple days of [Pawn](#) sharing received case hits and demonstrated the overall potential.

On many projects, school data and homeless data continue to be challenges. We have finally gotten past the homeless approvals after several years. We are making our 4th run on school data for the [Data Collaborative](#). It would be a mutually beneficial process for the schools if they join (i.e. understanding the cross-system interactions of their student population).

What was the CJCC's role in these projects?

The Justice Coordination Office staffs the Public Safety Coordinating Council. Many of the data projects were discussed with members of the group to obtain strong support for the direct.

What was the cost of these projects (both short term, initial costs, and long term, maintenance costs)?

For [Enforcer](#) and [Central Pawn](#), etc., this is a big question. Currently, it is low cost to maintain, but recent upgrades cost significant staff time. Overall system costs are difficult to estimate due to the length of time and various applications and avenues the system has taken. Applications have been

developed and retired, new data sought and adjustments made for new systems and updated technology. Early costs were borne by Byrne grants to acquire hardware in the mid-1990's. Since then, hardware has been upgraded several times, networking changes have occurred with newer technologies, etc. At this stage, the system is maintained internally by County Technology Services. This adjustment has allowed for stable support and use of staff time for upgrades, adjustments versus purchasing and contracting solutions. As the County changes standards, the **Enforcer** project will continue to be maintained within those standards.

The **Data Collaborative** costs \$20,000 per year for a set number of inquiry hours. This covers 400 hours of development and reports. The University of South Florida, Florida Mental Health Institute performs annual data updating. The number of reports that can be generated often depends on the complexity of the analysis required. Typically, we are able to get several highly complex reports generated per year, each covering a series of cross-system questions.

Who helped with setting up these systems? Did you use any outside vendors?

We leveraged outside vendors, inside staffing, university partnerships, other agencies, etc. depending on the project. Each has its pros and cons.

Are data stored locally/onsite?

Enforcer, **Pawn**, CJIS, etc. are all stored on site. The **Data Collaborative** is stored at University of South Florida.

How long did it take to have these fully up and running?

Enforcer took several years (a couple months to pilot and then move to building it).

Pawn took a few months; several projects took a couple years of discussion.

The **Data Collaborative** took a few months to start and is ongoing to pursue new data sources. It has over 11 years of many of the data sources.

What did the planning process entail?

Establishing data teams in many cases and ongoing planning meetings. Much internal planning with information taken to established groups for review and signoff.

What would you say were the three most important things steps in getting these systems started?

1. Work with key supporter first and develop in controlled way.
2. Market successes to show the possibilities.
3. Establish data/project committees to help make solid decisions without misunderstanding.

Who has access to data and creating reports?

Most systems are open to stakeholders. Some data is provided to the public. **Data Collaborative** is limited to release of aggregate only to be released.

Who inputs information? Is (or was) there any conflict about this?

Everyone is responsible for their own data. It is gathered through automated processes.

Do you provide any training on how to use these systems?

We partner on training for **Enforcer** and **Pawn** with local law enforcement. For **Data Collaborative**, we have educational discussions/session on occasion.

Do you create regular reports from these systems?

Some examples:

- [*Pinellas CJIS System Change Over Time 2007 Findings*, Spring 2008 \(pdf\)](#)
- [*Number of Kids \(under 18\) who Received Treatment for Substance Abuse by Zip Code of Residence*, November 2007 \(pdf\)](#)
- [*The Number of Juveniles who were Arrested in 2003-05 and then were Incarcerated as Adults in the Pinellas County Jail by 2006*, November 2007 \(pdf\)](#)
- [*The Impact of Snowbirds to Pinellas County Emergency Medical Services*, October 2003 \(pdf\)](#)
- [*The Process of Gathering Data in Strategic Planning*, Fall 2003 \(pdf\)](#)
- [*Acute Mental Health Care for Children In Pinellas County*, September 2003](#)
- [*Report to the Pinellas Board of County Commissioners Data-Based Resource Management Project*, July 2002 \(pdf\)](#)
- [*Analysis of Access of Services for Those Dealing with Substance Abuse*, July 2002 \(pdf\)](#)
- [*Pinellas Youths with Baker Act Initiations and Access to Services*, July 2002 \(pdf\)](#)
- [*Special Report of Baker Act Initiations by County and Judicial Circuit for Children and Adults For Calendar Year 2001*, March 2002 \(pdf\)](#)
- [*Juvenile Welfare Board Clients and Foster Care*, July 2001 \(pdf\)](#)
- [*Medicaid Usage by Juvenile Welfare Board Clients*, July 2001 \(\(pdf\)](#)

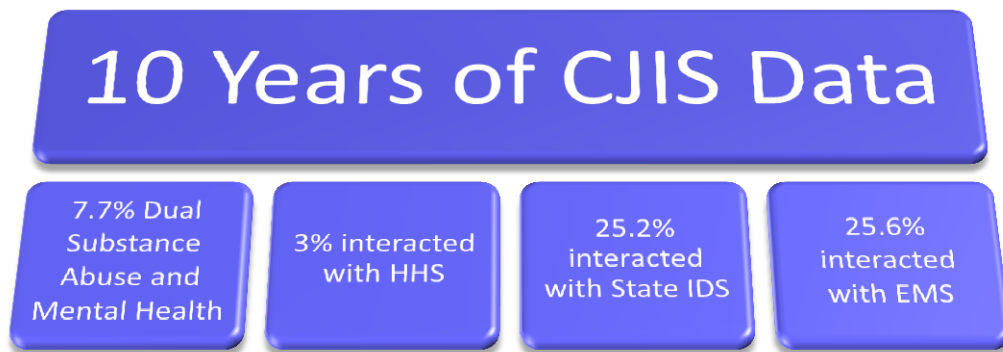
Which reports are most useful?

Trend reports and cross-system analyses. For example, the image below shows the movement of one individual across systems over time.³ With the [Data Collaborative](#), we are able to better understand how people flow across systems in order to better understand the costs of revolving door concerns as well as seeing fail points and program needs to reduce the future system involvement. A frequent flyer in any system can be very costly if not treated and stabilized. A frequent flyer across systems can be even more costly with each system treating, but not solving the root causes. Systems must communicate and share information to develop more effective programs and interventions for future cost savings. It is important when looking across systems to use a longer duration of data. I have found that, while being a frequent flyer in one system, the individual may not have had the time to cross systems over shorter timeframes, but still is likely a cross-system issue or concern.



The next image is a cross-system review of ten years of criminal justice data against state substance abuse and mental health data, local EMS transport data, and local Health and Human Services data. It shows the percentage cross-over of the criminal justice involved individuals with other systems over time. The State Mental Health and Substance Abuse system contains mental health and substance abuse data and you can see 25.2 percent crossover and with EMS transport services, a 25.6 percent crossover. Surprisingly, only 3 percent showed up across our health and human services at the local level. To me this indicates a need for greater local connectivity to local stabilization services to help reduce justice system involvement and recidivism. If more folks can be assisted with housing vouchers, homeless services, food, medical care, etc., we would certainly see a decrease in the number of folks coming into our justice system due to these barriers.

³ The Baker Act, or the Florida Mental Health Act of 1971, allows for involuntary examination of individuals at the initiation of judges, law enforcement, physicians, or mental health professionals based on evidence of mental illness or harm to self or others.



What have been the biggest hurdles?

Time to coordinate, educate, re-educate, etc. Each data source, each agreement, each report, each discussion takes time we do not typically have to spare.

What problems still exist?

Ongoing care and feeding, updates, etc.

What are the biggest benefits to having these systems?

Informed, better decisions. Ability to demonstrate system trends to elected officials.

What would you say are the most important things that keep these systems well-maintained?

1. Ensure good, solid support internally. Ours has ebbed and flowed over the years. Sometimes there is good support and sometimes plan for minimal progress.
2. Make sure agencies are fully onboard and help to maintain their portion. However, it is important to ensure that they continue to see the value so they do not become negligent.
3. Do not pursue all the bells and whistles. In Pinellas, we pursued 20 different functions that were wanted under [Enforcer](#) (e.g. crime mapping, sex offender placement, communications center app, predictive modeling, etc.). We found that getting overextended can lead to lagging upkeep and unreliable apps. We allowed several to be decommissioned to ensure the overall system would be effective.
4. Know when to shift gears. Continuing down a desired path, even after the need for change is apparent, leads to possible wasted time and money.

If you were to be hired in a new jurisdiction and were tasked with starting an integrated data system where one did not already exist, what are the first steps you would take to get started?

- ✓ Learn who the key players are.
- ✓ Determine each player's skill and knowledge level of data and their stance on certain system issues.
- ✓ Be mindful not to initially target an area that may be sensitive.
- ✓ Meet with initial supporting entities to discuss and get feedback while developing an approach.
- ✓ Call a larger meeting with those individuals and additional individuals to allow the discussion to be held between stakeholders and not simply from one individual.
- ✓ Pursue a pilot scenario where risk is greatest to show success and possibilities.

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For more information, please visit: www.jmijustice.org.